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ABSTRACT

This report recommends that the House of Representatives pass the School Dropout Prevention and Basic Skills Improvement Act of 1990. The bill would amend the Elementary and Secondary Education Act of 1965 to improve secondary school programs for basic skills improvement, dropout prevention, and dropout reentry by strengthening reporting requirements and altering fiscal allocations. Local school districts and states would be required to submit plans describing how they will increase graduation rates and annual reports on progress toward decreasing dropout rates. Funds would be allocated for replication and dissemination of successful dropout programs. Funds would also be allocated for community based organizations to establish and operate Community Education and Employment Centers (CEECs) to serve at-risk youth with comprehensive academic and vocational-technical education programs. CEECs would also provide the following special courses: (1) health; (2) safety; (3) nutrition; (4) parenting; and (5) environmental issues. The following on-site services would be included: (1) career guidance; (2) employment counseling; (3) labor market information; (4) job placement; (5) mentoring; (6) referral to social services; and (7) parent counseling. CEECs should provide transportation and day care, and emphasize participation by parents and community representatives. The bill also requires the Secretary of Education to create an information base on dropout prevention. A section-by-section analysis of the amendments is included. (FMW)

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101ST CONGRESS
2d Session

HOUSE OF REPRESENTATIVES

REPORT
101-574

ED324387

SCHOOL DROPOUT PREVENTION AND BASIC SKILLS IMPROVEMENT ACT OF 1990

JULY 6, 1990.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. HAWKINS, from the Committee on Education and Labor, submitted the following

REPORT

[To accompany H.R. 5140]

[Including cost estimate of the Congressional Budget Office]

The Committee on Education and Labor, to whom was referred the bill (H.R. 5140) to amend the Elementary and Secondary Education Act of 1965 to improve secondary school programs for basic skills improvement and dropout prevention and reentry, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment strikes out all after the enacting clause of the bill and inserts a new text which appears in italic type in the reported bill.

DESCRIPTION AND NEED FOR THE LEGISLATION

The purpose of this legislation is to amend the current School Dropout Prevention and Basic Skills Improvement Act to strengthen State and local school districts' reporting requirements regarding school dropout rates. These reporting requirements are strengthened by requiring local school districts to submit plans to the States and the States to submit plans to the Secretary of Education describing how they will increase secondary school completion rates. In addition, local education agencies are required to submit annual reports to the State describing progress made toward decreasing the school dropout problem.

Further, the amendments provide for a five-percent set-aside for the replication and dissemination of successful school dropout programs. Sixty-five percent of this five percent is earmarked for the

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regional laboratories, and forty-five percent of the remainder is directed to the National Diffusion Network (NDN) for the purposes of replication and dissemination of exemplary programs.

Another five percent set-aside is earmarked for community-based organizations with a priority to those establishing or operating Community Education and Employment Centers (CEECs). CEECs are institutions whose purpose is to service at-risk youth from urban and rural areas through a comprehensive education program in vocational-technical skills and academic course work. The ideal center is one which offers, in addition to academic and vocational-technical courses, such courses as health, safety, nutrition, parenting and environmental issues as well as provide on-site career guidance, development and employment counseling, labor market information and assistance in job placement. On-site services should also include mentoring and referral to appropriate social services; and an accessible counseling service to help parents focus on the enhancement of student education. To the extent possible, CEECs should provide transportation to and from the CEECs and part-time job sites and access to day care services for children of participating students. Finally, community education and employment centers should also make every effort to employ a parent-community coordinator to provide for the active and informed participation of parents and appropriate community representatives in each community education and employment center.

The amendments also require that the Secretary create an information base containing information on dropout prevention programs and ensure that such information base be accessible to State and local educational agencies, elementary and secondary schools and interested community organizations in the development or refinement of dropout prevention programs.

The United States Congress intends to continue its commitment to decrease the high number of school dropouts in this country. As the United States General Accounting Office indicates in its "School Dropouts" report of July. 1987:

> . . . A persistent educational problem of national interest—one that also affects the U.S. welfare system and the strength of the economy—is the problem of youth who drop out of school, especially among poor and minority youth. School dropouts are often forfeiting their ability to earn a decent wage, raise an economically secure family and enjoy a comfortable standard of living. The social costs of the dropout problem include an underskilled labor force, lower productivity, lost taxes, and increased crime and public assistance. . . .

Committee Consideration

There were several hearing held on the issue of "school dropouts" during the 99th Congress. Three regional hearings were held (New Orleans, Los Angeles, and New York) regarding urban education including school dropouts. There were two hearings held specific to the school dropout problem: one was held in Chicago, and one in Washington, DC. In addition this legislation is already included in the Augustus F. Hawkins-Robert T. Stafford School Im-

provement Amendments of 1988 (Public Law 100-297) where it was thoroughly and full debated during the 100th Congress in hearings, mark-ups, and conference proceedings.

Congressman Hayes of Illinois has been the pioneer of school dropout legislation on the Committee on Education and Labor. Mr. Serrano along with Mr. Hayes introduced H.R. 5140.

In mark-up, Mr. Goodling offered two amendments which were accepted by the Committee. The purpose of the first amendment is to place a priority also on programs for rural youths along with inner city and low-income youths. The purpose of the second amendment is to require the State to fund Community-Based Organizations that have a prior history of success in education programs.

On June 27, 1990, the Committee on Education and Labor considered H.R. 5140, and the bill was favorably ordered reported, with amendments, by unanimous voice vote.

Cost Estimates

The Congressional Budget Office has provided the following estimates on the costs which will be involved in implementing this legislation. The Committee concurs in these estimates and adopts them in compliance with clause 7 of rule XIII. No cost estimates have been received from any other Federal agencies or departments.

U.S. Congress,
Congressional Budget Office,
Washington, DC, July 2, 1990.

Hon. Augustus F. Hawkins,
Chairman, Committee on Education and Labor,
House of Representatives, Washington, DC.

Dear Mr. Chairman: The Congressional Budget Office has examined the Federal cost impact of H.R. 5140, the School Dropout Prevention and Basic Skills Improvement Act of 1990, as ordered reported by the House Education and Labor Committee on June 27, 1990.

Based on our analysis, there would be no effect on Federal Government costs as a result of enactment of this bill. H.R. 5140 would reserve 5 percent of the funds appropriated for the School Dropout Prevention and Basic Skills Improvement programs for the Secretary of Education to coordinate and disseminate information on dropout prevention programs and to provide technical assistance. This reservation of funds would lower the amount of funds available to be distributed to the States based on population statistics.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Deborah Kalcevic (226-2820).

Sincerely,

Robert D. Reischauer,
Director.

Inflationary Impact Statement

The Committee estimates that the inflationary impact of this legislation will not be significant.

Oversight Findings and Recommendations of the Committee on Government Operations

In compliance with clause 2(l)(3)(D) of rule XI of the Rules of the House of Representatives, the Committee states that no findings or recommendations of the Committee on Government Operations were submitted to the Committee.

Oversight Findings of the Committee

The hearings on the "Dropout Prevention and Reentry Act" and "Urban Education Including School Dropouts" and the numerous reports which the Committee receives frequently from various sources delineating the deplorable state of school dropouts in our Nation fulfilled the responsibility of conducting oversight activities on the extent of the School Dropout Demonstration Programs.

Section-by-Section Analysis

Section 1—Short title—"School Dropout Prevention and Basic Skills Improvement Act of 1990."

Section 2—Includes findings and statement of responsibility.

Section 3—Includes revisions to the Secondary School Program for Basic Skills Improvement and Dropout Prevention and Reentry by requiring States to submit plans to the Secretary and school districts to submit plans to the States describing how they will increase secondary school completion rates; also provides for a 5 percent set-aside for the replication and dissemination of successful school dropout programs, and a 5 percent set-aside for community-based organizations with a priority to those establishing or operating secondary community education employment centers.

Section 1106—Requires each local education agency or individual school to annually submit a report to the State describing activities carried out and progress made toward increasing the secondary school completion rate.

Section 1106(c)—Requires the Secretary of Education to create an information base containing information on dropout prevention programs for use by State and local education agencies, elementary and secondary schools, and interested community organizations in the development or refinement of dropout prevention programs.

Section 1107—Requires the Secretary to make grants to regional laboratories supported by the Secretary under sections of the General Education Provisions Act (GEPA) and the National Diffusion Network for the purposes of replicating model programs for dropout prevention and reentry.

Section 1110—Requires the Secretary to establish a definition for the term "secondary school completion rate" for the purposes of this bill.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

* * * * * * *

TITLE I—BASIC PROGRAMS

CHAPTER 1—FINANCIAL ASSISTANCE TO MEET SPECIAL EDUCATIONAL NEEDS OF CHILDREN

* * * * * * *

PART C—SECONDARY SCHOOL PROGRAMS FOR BASIC SKILLS IMPROVEMENT AND DROPOUT PREVENTION AND REENTRY

* * * * * * *

SEC. 1102. ALLOCATION.

[(a) RESERVATION FOR MIGRANT PROGRAMS.—From the amount appropriated under section 1108 for the fiscal years 1990, 1991, 1992, and 1993, the Secretary shall first reserve an amount equal to 3 percent of such amount for programs consistent with the purpose of this part for school dropout prevention and reentry programs and secondary school basic skills improvement programs for migrant children. Programs for which funds are reserved under this subsection shall be conducted through the Office of Migrant Education.]

(a) RESERVATIONS.—From the amount appropriated under section 1110 for each of the fiscal years 1992 and 1993, the Secretary shall first reserve—

(1) an amount equal to 3 percent of such amount for programs consistent with the purpose of this part for school dropout prevention and reentry programs and secondary school basic skills improvement programs for migrant children, to be conducted through the Office of Migrant Education; and

(2) an amount equal to 5 percent of such amount for replication and technical assistance activities.

* * * * * * *

SEC. 1103. USES OF FUNDS.

[(a) GENERAL RULE.—A local educational agency may use—

[(1) the remainder of such funds for secondary schools basis skills improvement activities pursuant to subsection (b), and

[(2) not to exceed 50 percent of funds paid under this part in any fiscal year for dropout prevention and reentry activities pursuant to subsection (c).]

(a) GENERAL RULE.—

(1) A local educational agency may use—

(A) not to exceed 50 percent of funds paid under this part in any fiscal year for dropout prevention and renetry activities pursuant to subsection (c); and

(B) the remainder of such funds for secondary schools basic skills improvement activities pursuant to subsection (b).

(2) A community-based organization shall use all funds paid under this part in any fiscal year for dropout prevention and reentry activities pursuant to subsection (c).

* * * * * * *

[(d) LIMITATION.—Not more than 25 percent of amounts available may be used by a local educational agency for noninstructional services.]

(d) WITHIN-STATE ALLOCATION.—

(1) Each State educational agency, from funds received under this part—

(A) shall first reserve an amount equal to 5 percent of such funds for programs consistent with the purpose of this part for school dropout prevention and reentry programs conducted by community-based organizations that have demonstrated effectiveness in programs for dropout prevention and reentry activities or basic skills improvement activities; and

(B) shall then allocate funds among local educational agencies in the State on the basis of—

(i) the eligibility of such agency for funds under section 1005; and

(ii) the criteria described in section 1105.

(2) Each local educational agency may carry out the activities described in section 1103 in cooperation with community-based organizations.

SEC. 1104. APPLICATIONS.

(a) APPLICATION REQUIRED.—Any local educational agency *or community-based organization* which desires to receive a grant under this part shall submit to the State educational agency an application which describes the program to be supported with funds under this part and complies with the provisions of subsection (b).

(b) CONTENTS OF APPLICATION.—Each application submitted under subsection (a) shall—

(1) contain a plan that describes specific proposals for a program to increase the secondary school completion rate of the State by not later than January 1, 2001, by a percentage equal to one-half the difference between 100 percent and the secondary school completion rate for individuals in the State aged 18 to 35, inclusive, as of January 1, 1990;

(2) assure that requirements for obtaining a certificate of graduation from a school providing secondary education or its equivalent will not be lowered;

[(1)] *(3)* describe the program goals and the manner in which funds will be used to initiate or expand services to secondary school students, school dropouts, and potential school dropouts;

[(2)] *(4)* describe the activities and services which will be provided by the program (including documentation to demonstrate that the local educational agency *or community-based organization* has the qualified personnel required to develop, administer, and implement the program under this part);

[(3)] *(5)* assure that the programs will be conducted in schools *or areas* with the greatest need for assistance, in terms of achievement levels, poverty rates, or school dropout rates;

[(4)] *(6)* assure that the programs will serve those eligible students most in need of the activities and services provided by this part;

[(5)] *(7)* assure that services will be provided under this part, as appropriate, to special populations, such as individuals with limited English proficiency and individuals with handicaps;

[(6)] *(8)* assure that parents of eligible students will be involved in the development and implementation of programs under this part,

[(7)] *(9)* describe the methods by which the applicant will coordinate programs under this part with programs for the eligible student population operated by [community-based organizations,] *the local educational agency concerned or community-based organizations, as appropriate,* social service organizations and agencies, private sector entities, and other agencies, organizations, and institutions, and with programs conducted under the Carl D. Perkins Vocational Education Act, the Adult Education Act, the Job Training Partnership Act, and other relevant Acts;

[(8)] *(10)* assure that, if feasible, the local educational agency *or community-based organization* will enter into arrangements with local businesses, labor organizations, or chambers of commerce under which such businesses and organizations will help secure employment for graduates of schools operating projects under this part;

[(9)] *(11)* assure that to the extent consistent with the number of students in the school district of the local educational agency *concerned* who are enrolled in private secondary schools, such agency *or community-based organization* shall, after timely and meaningful consultation with appropriate private school officials, make provision for including such services and arangements for the benefit of such students as will assure their equitable participation in the purposes and benefits of this part; and

[(10)] *(12)* provide such other information as the State educational agency may require to determine the nature and quality of the proposed project and the applicant's ability to carry it out.

[(d) DURATION OF GRANTS.—Grants may be awarded for a period of 3 years.]

(d) TIME FOR SUBMISSION OF APPLICATIONS.—Each State shall submit to the Secretary—

(1) an initial application that covers a 3-year period by not later than January 1, 1992;

(2) an initial or a renewal application that covers a 3-year period by not later than January 1, 1995; and

(3) a renewal application that covers a 3-year period by not later than January 1, 1998.

SEC. 1105. AWARD OF GRANTS.

(a) *GENERAL AUTHORITY.*—Each State educational agency shall award grants to local educational agencies *and community-based organizations* within the State which—

(1) demonstrate the greatest need for services provided under this part based on their numbers of low-income children, numbers of low-achieving children, or numbers of school dropouts;

(2) are representative of urban and rural regions of the State;

(3) offer innovative approaches to improving achievement among eligible youth or offer approaches which show promise for replication and dissemination; and

(4) offer innovative approaches to reducing the number of school dropouts.

(b) PRIORITIES FOR GRANTS TO COMMUNITY-BASED ORGANIZATIONS.—

(1) The State educational agency shall give priority for grants from amounts reserved under section 1103(d)(1)(A) to community-based organizations that intend to use funds under the grant to establish or operate model secondary school community education employment centers to meet the education needs of inner-city, low-income youths or rural youths by awarding grants to eligible recipients to establish community education employment centers to provide students with the education, skills, support services, and enrichment necessary to ensure—

(A) graduation from secondary school;

(B) successful transition from articulated vocational and academic programs to a broad range of post secondary institutions;

(C) employment, including military service; and

(D) integration into America's economic mainstream.

(2) Each center that is assisted with a grant under this part shall offer—

(A) a comprehensive program of confidential guidance counseling;

(B) professional staff members who demonstrate the highest academic, teaching, guidance, or administrative standards, as appropriate; and

(C) active and informed parental and community participation.

SEC. 1106. REPORTS; DEVELOPMENT OF INFORMATION BASE.

(a) REPORTS TO STATES.—Each local educational agency or individual school that receives assistance under a grant made under this part shall annually submit a report to the State describing activities carried out with such assistance and progress toward increasing the secondary school completion rate achieved as a result of such activities.

(b) REPORT TO SECRETARY.—Each State shall annually submit a report to the Secretary describing activities carried out with assist-

ance received under this section and progress achieved toward increasing the secondary school completion rate as a result of such activities.

(c) DEVELOPMENT OF INFORMATION BASE.—From information contained in the reports required under subsection (b), the Secretary shall create an information base containing information on dropout prevention programs for use by State and local educational agencies, elementary and secondary schools, and interested community organizations in the development or refinement of dropout prevention programs. The Secretary shall ensure that such information base is easily accessible to such agencies, schools, and organizations.

SEC. 1107. COORDINATION AND DISSEMINATION.

(a) GRANTS TO REGIONAL LABORATORIES.—From an amount equal to 65 percent of the amount reserved under section 1102(a)(2), the Secretary shall make grants to regional laboratories supported by the Secretary under section 405(d)(4)(a)(i) of the General Education Provisions Act for the purposes of—

(1) identifying model programs for dropout prevention and reentry in their regions;

(2) disseminating such programs; and

(3) providing assistance to schools in replicating such programs.

(b) ACTIVITIES OF THE NATIONAL DIFFUSION NETWORK.—The Secretary shall provide an amount equal to 45 percent of the amount reserved under section 1102(a)(2) to the National Diffusion Network established under section 1562 for the purpose of replicating model programs for dropout prevention and reentry.

SEC. [1106.] *1108.* FISCAL REQUIREMENTS AND COORDINATION PROVISIONS.

(a) GENERAL RULE.—(1) The provisions of subsections (a) through (d) of section 1018 of this Act shall apply to the program authorized by this part.

(2) ADMINISTRATIVE COSTS.—Not more than 5 percent of a grant may be used for local administrative costs.

(3) COORDINATION AND DISSEMINATION.—Local educational agencies *and community-based organizations* receiving grants under this part shall cooperate with the coordination and dissemination efforts of the National Diffusion Network and State educational agencies.

(b) SPECIAL RULE.—(1) Each local educational agency shall use funds under this part to supplement the level of funds under this chapter that are used for secondary school programs.

(2) In order to comply with paragraph (1), any local educational agency which operates secondary school programs funded under chapter 1 of the Education Consolidation and Improvement Act of 1981 or part A of this Act and which is operating secondary school basic skills programs under this part shall continue the same aggregate level of funding for such programs, at the same schools or at other eligible schools within the local educational agency.

SEC. [1107.] *1109.* EVALUATION.

The provisions of sections 1019 and 1021 shall apply to local educational agencies receiving grants under this part.

SEC. 1110. DEFINITION OF SECONDARY SCHOOL COMPLETION RATE.

The Secretary shall establish a definition for the term "secondary school completion rate" for purposes of this part.

SEC. [1108]. *1111.* AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated $400,000,000 for the fiscal year 1990, $450,000,000 for the fiscal year 1991, $500,000,000 for the fiscal year 1992, and $550,000,000 for the fiscal year 1993 to carry out this part.

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END

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